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ABSTRACT

Two-year colleges represent such diversity of type and structure that they must be understood on a state-by-state basis. Massive educational changes will undoubtedly take place in today's era of turbulence. Several issues must be examined in the development of community colleges. Colleges must shift from the historical paradigm of "original" knowledge, which resists outside intrusion and prevents course equivalencies, to the community-based paradigm, which advocates the development of courses based on community needs rather than individual faculty members' preferences. The four major purposes of community colleges include: (1) transfer; (2) remediation; (3) career education; and (4) community services. An increased need for resources coupled with extreme lack of funding remains an important problem. There has been a trend of greater state control as opposed to local community college board authority, in efforts to shift tax efforts to the state level. Despite the common consensus that teaching is the central enterprise, few institutions provide appropriate support for professional development programs for faculty due to fiscal constraints. Educational policies must reflect changing student demographics and foster a feeling of cooperation among community colleges. Each board of trustees must assess its own effectiveness and determine the paradigm through which it operates. Contains 13 references. (YKH)

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AGB OCCASIONAL PAPER NO. 1

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The Association of Governing Boards of Universities and Colleges publishes the Occasional Paper Series as a service to its members. Each paper focuses on current and emerging issues and trends of concern to boards and administrators in the context of their institutional settings and addresses the responsibilities of the institution's leaders and policy makers. AGB distributes new titles in the Occasional Paper Series as they are published to chief executives and board chairs of member institutions.

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Executive Summary

Two-year colleges represent such diversity of type and structure that they must be understood on a state-by-state basis. Readers need to recognize the contradiction in the label "community colleges" typically used to encompass all public two-year institutions as though they were the same in so-called national norms as well as claims or criticisms in the press. They may be technical colleges, junior colleges, technical institutes, and comprehensive community colleges all lumped together as though they are the same.

Peter Drucker's **Managing in Turbulent Times** envisioned turbulence as the constant in the decades ahead. According to Drucker, education will need to change more during the next three decades than it has over the previous three hundred years.

The term "paradigms" used by Thomas Kuhn to explain the major periods of new thought and advancement in the natural sciences provides a framework for this paper. Paradigms suggest the frame of reference representing rules, standards, and theories that form the basis for inquiry, analysis, and interpretation by the scientist of each period. They are more than a "school of thought," since they serve as filters that create the genesis and continuation of a particular research tradition.

For example, the historic paradigm forming the basis of baccalaureate and research institutions is the point of reference of "original" knowledge. This paradigm results in courses being

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conceptualized and pridefully owned by each faculty member, typically resisting any outside intrusion or call for comparability. State system efforts to develop course equivalencies, articulated core curriculums, and other assurances for students are perceived by those embracing this paradigm as intrusive and leading to standardized mediocrity.

A significant paradigm for community college trustees is its community-based conception and point of reference. Under this paradigm, faculty believe it appropriate and desirable to begin with the needs of the community being served, whether that community includes specific student clienteles, the work place, employers, or other groups. Courses and curricula are designed by the faculty based on those needs. Even academic courses intended for the transfer student "community" are designed with the upper division requirements in mind.

Responsiveness to local needs will require priorities and goals resulting in programs and services that promote, maintain, or renew social, civic, and work place requirements, including fostering life-long learning. Trustees are confronted with the formidable challenge of fostering proactive attention to the communities of need, whether in manpower training, linkages with public schools, articulation with baccalaureate institutions, or needs of business and industry.

Educational leaders and scholars surveyed in preparation for this paper were unanimous and consistent in identifying the fiscal resource picture as bleak and anticipated it will become even more bleak in most states throughout the decade. A

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community college president observed the growing squeeze on funding may accelerate the trend toward centralization of control, limiting the authority of local boards. In view of the probability public funds will not increase in cadence with costs over the next decade, what can the institutions do? Boards of trustees have an increasing responsibility for promoting resource development, ranging from grants and contracts to a variety of fund-raising methods. Private-sector dollars will be the margin of difference between mediocrity and excellence in many institutions. AGB can help, but boards and AGB must recognize the paradigm of the community college foundation has more in common with that of the community hospital and other community agency foundations than with the paradigm of four-year colleges.

An equally critical issue confronting trustees and AGB is how (and with what guarantees) the college separates the role of the faculty in the curriculum and educational program governance from faculty union matters and how shared governance can include all internal constituencies of the college. Boards of trustees must ask whether part-time faculty are being used because they represent an enrichment resource through the diversity and breadth of experience they bring or whether they are utilized primarily as an expediency to relieve the pressure on tight budgets. Boards of trustees also need to recognize and make a commitment to the importance of having minorities represented among faculty, administrators, and trustees as well.

Among the issues confronting boards of trustees is the question of how much and how accurate is the information on the

demographic profile of the population being served by the college. An issue deserving AGB attention is the policy proposed by some groups that the student enrollment profile of the community college be a mirrored reflection of and consistent with the demographic profile of the general population of the service area.

Deming's approach, which fostered the "zero defects" paradigm of Japan, could revolutionize education, fuel our economy, and shape our society. The four essentials of the Deming philosophy include: Constance of Purpose, A New Philosophy of Cooperation, A Desire for Continuous Improvement, and A System of Improvement. In reality, his System of Improvement involves assessing institutional effectiveness. It is a holistic approach involving a variety of data sources to verify student success.

A series of questions trustees might pose or should address are incorporated throughout the paper. The questions are also illustrative of what boards should expect answered by the college as part of assessing institutional effectiveness.

In the final analysis, each board of trustees must assess its own effectiveness and determine whether it functions from the "bounded rationality" paradigm of "good enough" or the Deming "zero defects" paradigm. AGB is a valuable resource for community colleges in this regard, but these institutions do not yet fully understand the association, and the association has not fully developed programming for these institutions.

Although public two-year colleges possess common purposes and missions in fostering and contributing to the economic and social well-being of their communities, no two systems in any state can be described as the same even though national, state, and local educational leaders, including the press, continue to promulgate so-called national norms. Generalizations assume a uniformity that simply does not exist.

In their AGB-sponsored report, **The Guardians,** Clark Kerr and Marion L. Gade acknowledged their difficulty in studying boards of trustees as an entity because of the diverse types and structures of higher education institutions together with the many different kinds and types of boards involved. It is understandable, then, that the AGB planning process involves ten key constituent groups from its membership in these deliberations. Yet, public two-year colleges, themselves, represent such diversity of type and structure that this paper must also be read with the admonition that the two-year institutions we generically label "community colleges" must be understood on a state-by-state basis. The author recognizes the contradiction, therefore, whereby this paper encompasses public junior colleges, vocational-technical institutes, technical colleges, and community colleges, as though they were the same.

In preparation to develop the paper, letters were sent to a very select group of nationally recognized and respected leaders representing national, regional, and state organizations as well

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as institutional presidents including university professor/ scholars interested in community colleges. Each was asked to identify key issues, trends, concerns, and recommendations for the six areas of Finance, Governance, Academic Programs, Student Demographics, Effectiveness, and Public Policy covered in this paper. Much of the content therefore represents the wisdom and experience of this group.

Turbulence and Change

Peter Drucker's **Managing in Turbulent Times** envisioned turbulence as the constant confronting policy makers and managers in the future. Few would challenge his vision in view of the contemporary events worldwide that are recognized as symptoms of the long-term reality confronting our society and its social institutions. Education is viewed as the primary hope for empowering our citizenry, enabling our society to prosper in any circumstance. With the nation's economy under seige from foreign competition and the national debt, with social strife in regions all over the world producing wave after wave of immigrants seeking freedom and opportunity, and with the acknowledged needs of our indigenous disenfranchised, there are pleas for action rather than contemplation and for results rather than rhetoric. Lee Iacocca declares, "Our future depends on what our average students can do. Our average students are falling way behind." Drucker says education will need to change more during the next three decades than it has since the modern school was created by the appearance of the printed book over three hundred years ago.

He also observed that already over one-half of us earn a living with knowledge acquired through formal education rather than on-the-job experience.

The Hudson Institute report titled "WorkForce 2000" predicts there will be 21 million new jobs by the year 2000 with the majority requiring some form of education beyond high school. A thought-provoking prediction in that report declares 57 percent of those additional jobs will be filled by minorities.

Higher education is no longer held in universal high regard by the American public. Although it is so integrally associated with solutions to Drucker's turbulence, it has not been perceived to deliver. A recent Gallup Poll found only 31 percent of the public expressing confidence in education leaders. More important, such public opinion is based on fundamental criticisms that can be corrected only by a reconceptualization of the very meaning of education. A state director responding to the request for issues and trends for this paper summed it up succinctly:

> I believe there will be more pressure on local boards in the future from personnel issues, hard choices posed by funding constraints, more rapid turnover among college presidents, and increasing pressure for accountability from the state.

Paradigms and Reconceptualizing Education

Thomas Kuhn's famous book, **The Structure of Scientific Revolutions,** has increasingly been used to explain the need and evolution of a new conceptualization of education. Actually, Kuhn's work in the 1960s was intended to distinguish the major periods in the evolution of new thought and advancement in the

natural sciences. He labeled these "scientific revolutions" and then identified periods with such names as Copernicus, Newton, Darwin, and Einstein to illustrate recognizable major revolutions. He used the term "paradigms" to suggest the frame of reference representing rules, standards, and theories that form the basis for inquiry, analysis, and interpretation by the scientist of each period. Thus, paradigms are more than a "school of thought," since they serve as filters that create the genesis and continuation of a particular research tradition. Kuhn pointed out scientific revolutions come about when paradigms no longer suffice as ways to solve problems or fail to explain too many phenomena or when too many situations remain anomalous.

Consider the paradigm that the earth's natural resources are boundless and therefore could endlessly support the good life embraced by Americans until the last quarter of this century. That paradigm produced a society whose auto industry established priorities and designed its production based on planned obsolescence. Similarly, goods and services were produced and marketed based on a public mindset of throw-away consumerism. Alvin Toeffler's **Future Shock** forecast not only rapidity of change but also eloquently supported the emerging revolution caused by the paradigm shift within the last few decades whereby the finite nature of the globe's natural resources is now recognized. Society is increasingly conscious of and committed to conservation, recycling, and renewal ranging from the earth's ozone layer to reforestation and biodegradable products.

Unfortunately, there are still many colleges and universities where policy makers, administrators, and faculty have not yet recognized this paradigm shift and thus fail to act as a change agent for business, industry, education, and government. What are the implications for AGB and its agenda for the 21st century?

Understanding the Community College Paradigm

An interesting parallel can be drawn between the paradigms of consumption versus conservation with the emergence of the American invention often labeled the community college. The paradigm forming the basis for education in liberal arts colleges and research universities has not changed from Colonial times, since it envisions "original" knowledge as the appropriate locus for curriculum and course design. Hence, the university paradigm results in courses being conceptualized and pridefully owned by each faculty member, typically resisting any outside intrusion or call for comparability. State system efforts to develop course equivalencies, articulated core curriculums, and other assurances for students are perceived by those embracing this paradigm as intrusive and leading to standardized mediocrity.

In sharp contrast, the community-based paradigm of the two-year college reflects a quite different conception and point of reference. Under this paradigm, faculty believe it appropriate and desirable to begin with the needs of the community being served, whether that community includes specific student clienteles, the work place, employers, or other groups. Rather than designing the course merely on what the professor believes

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as a result of his or her own scholarship and rules of the discipline, the community college faculty develop courses and curricula intended to address communities of need. Thus, there are university parallel programs for transfer students, career training for employment entry, and customized training for employer specifications. New trustees, particularly those whose previous experience had been solely with a residential baccalaureate college or research university, will find it necessary to understand the fundamental paradigm differences in the ways in which they view the community college and its purpose.

AGB and its agenda for the 21st century might well include provision to promote understanding of such paradigms and their appropriateness for the different missions and purposes of the institutions involved. The paradigms are not necessarily "good" or "bad" but simply different-- requiring understanding and acceptance.

Mission and Goals

The AACJC Commission On the Future of Community Colleges acknowledged its difficulty in making recommendations for the diverse group represented in the association's membership. It became easier to base its work on the comprehensive mission of the community college, noting the commonality of all institutions committed to the open-door policy that seeks to remove barriers to education and training. The commission observed, "As never before, the nation needs institutions that recognize not only the

dignity of the individual but also the interests of the community." The commission aptly and eloquently communicated a new paradigm in the declaration, "We define the term 'community' not only as a region to be served, but also as a climate to be created." Community college trustees can profitably use this paradigm through which direction, interpretation, analysis, and effectiveness can be measured.

The Transfer Function

Each institution must have an explicit and up-to-date mission statement with focused purposes that can be examined and updated regularly by all major constituents as part of assessing the appropriateness and effectiveness of the institution's programs. Four major purposes are typically identified with the community college. The most traditional role relates to the transfer function. In most states, community colleges are experiencing increased student enrollments and will probably continue that trend as inflationary costs at four-year colleges and universities are reflected in higher student tuition. Problems of articulation and transfer will grow in some states as a result of high-demand (sometimes called capped or limited enrollment) programs and other faculty conflicts. Some states have experienced legislative mandates intended to ensure equitable treatment of the transfer student, but greatest progress comes when faculty meet faculty. As the different paradigms are learned and understood, the differences in cultures can be respected and accepted in lieu of earlier rejection and

ridicule. The mythology that typically accompanies ignorance can be overcome as hard data and documentation disprove emotional claims and interest is shifted from that of the institution to that of the welfare of the student.

Trustees can play an important part in strengthening the transfer function by asking questions on what educational outcomes are expected of the transfer degree programs, whether they are being achieved, and what policies exist for articulating courses and programs with upper division institutions. Other effectiveness questions for which trustees should expect answers include graduation rates and patterns, reports from transfer institutions, analyses of transfer and native-student comparisons, preparation patterns and success of academic departments as well as a profile of the student transfer population.

The Remediation Function

Some label the second major function of the community college mission the "remediation" function. It has gained credence and acceptance after earlier criticism by various publics (including politicians) until the egalitarian goals of the open-door policy were accepted. In fostering access, the open-admissions policies of the community college require programs that accommodate diverse academic preparation and skill backgrounds as well as different educational objectives. Under-prepared students need appropriate precollegiate instruction. The literature consistently reports as many as 70 percent of

community college students require some basic skills or developmental instruction in reading, writing, and mathematics. Assessing the effectiveness of such programs requires measuring outcomes against the specific expectations of a broad range of programs serving a great diversity of students. Among students requiring such programs are returning adults, immigrants, students with limited English proficiency, high school dropouts, and many recent high school graduates.

Trustees need to know whether students progress through such programs at reasonable rates, succeed at the next level, and are being assimilated into college life. Student enrollment records, follow-up surveys and interviews, comparison studies, and pretest and posttest measures can be used in determining institutional effectiveness.

The Career Education Function

The third and typically largest function of the community college mission is preparing students for new careers, career change, and career advancement. Community colleges have become the largest publicly supported provider of job training and retraining, including contract training programs customized for industry and business. Among the objectives of the career preparation function are preparation for first-time employment, updating and upgrading of skills, retraining for career change, as well as some preparation for transfer to applied baccalaureate degree programs. Boards of trustees can assess effectiveness of these programs by learning the results of such measures as

completion and placement rates, state or national licensure board examinations, surveys, and follow-up studies as well as feedback from advisory groups. Economic-impact studies have been used by some community colleges to demonstrate the significance of the career function in contributing to service-area economic development.

The Community Services Function

The fourth major function has often made community colleges vulnerable to criticism that they inappropriately seek to be "all things to all people." The community service/continuing education function recognizes the central focus on life-long education whether for vocational, avocational, or personal-interest purposes. The community service/continuing education function of community colleges varies with each institution, often mirroring the constituencies and uniqueness of the local service area. Boards can assess the effectiveness of this function through student/client feedback from surveys or interviews, community surveys, focus groups, and financial reports. The criticism has more often been aimed at the taxpayer bearing the added burden rather than the value of life-long learning. This function of the institution operates on a self-supporting or even income-generating basis in most states. An indirect, but nevertheless important, byproduct of this function is the fact that some community colleges use the programs and courses as a proving ground to verify student demand before offering formal courses or as an opportunity for experimenting

with new instructional formats and modes. This testing prior to introduction in the credit curriculum can be invaluable when appropriately utilized.

A state system chancellor responding to the request to identify issues and trends for this paper observed:

> I believe we continue to have mission problems in that we seem to lack a common vision on a national scale that can be embraced state-by-state. This relates to services for business and government, adult literacy, adult basic education, remediation, and services for secondary education.

Among the critical issues confronting community college trustees and AGB is mission clarification. There is need for reaffirmation of the central goal of access and equality of opportunity, serving all ages, racial, and ethnic groups. Responsiveness to local needs will require priorities and goals resulting in programs and services that promote, maintain, or renew social, civic, and work place requirements including fostering life-long learning. Trustees are confronted with the formidable challenge of fostering proactive attention to the "communities of need" whether in work force training, linkages with public schools, articulation with baccalaureate institutions, or needs of business and industry. A regional accrediting official forthrightly declared:

> The consciousness of the 80s and 90s is in sharp contrast to that of the 60s when idealism about serving the masses was popular. Service and education of ordinary people today is a harder sell. The popular tendency among the young is to confuse prestige and privilege with quality. This brand-name mentality has people aspiring to admission to brand-name institutions. The case for the community colleges must be made anew to each generation. Community colleges, like all of postsecondary education, have been slow to accept the

> need to sharpen focus, to assess effectiveness, to publicly demonstrate what they are doing and how well they are achieving. Trustees need to help colleges seize the initiative about systematic assessment and steady improvement.

Financial Trends and Issues

The leaders and scholars surveyed in preparation for this paper were unanimous and consistent in identifying the fiscal resource picture as bleak; they even anticipate it will become bleaker in most states throughout the decade. An executive director of a regional accrediting agency observed:

> We can expect continued stress between the conflicting imperatives of population growth and desire for educational services on the one hand and tax resistance on the other.

Even in states where population growth is not anticipated, leaders foresee less local, state, and federal government funding. State appropriations accounted for almost half (48 percent) of the revenues received by community colleges in 1986, while local government funding accounted for 23 percent and federal funds for only 7 percent. In some 15 states, community colleges received no local government funds, and the trend is away from local funding toward a higher level of state support in many states. The proportion of state funds ranges from 81 percent in Nevada to 25 percent in Kansas, with the median in 1986 being 63 percent. Tuition accounted for 16 percent of community college revenues nationally, ranging from 43 percent of all revenues in Vermont to 4 percent in California. A few states in the Northeast region historically followed a policy that the

student should pay one-third of the cost of education in the form of tuition. The student's share in many states already approaches or exceeds that percentage, with some colleges adding user and materials fees as well.

Some Western and Southern states still maintain a strong philosophical commitment to low tuition. In California, a bill has been introduced that would keep student fees at $5 per unit with a maximum of $50 per semester, according to the system chancellor. A president in a different state wrote:

> Rising tuition costs will result in public complaints, pressure from local constituencies, and at the same time pressure from taxpayers will result in caps on taxes, possibly even tax decreases, with resultant decreases in programs and services.

A professor respondent added an additional perspective observing:

> Continued tuition increases in four-year colleges will cause significant increases in the number of students attending community colleges, and state budgeting procedures will, as usual, cause dollars to lag behind enrollments. The results will be the usual dilemma... accept the students or limit enrollments. The latter alternative poses a real dilemma for the open-door community college.

Rising costs of keeping up with the latest advances in technological equipment and methods are also causing community colleges to be more selective of programs being offered or continued. At the same time, new and expanding businesses expect more technological training and more help in each stage of development. A community college president respondent observed:

> The danger associated with the growing squeeze on funding may accelerate the trend toward centralization of control, which could limit the authority of local boards.

Another challenge confronting trustees in setting priorities is the high cost associated with adequately serving the underprepared and part-time students of the community college. The demand for advisement and counseling, developmental courses, tutoring, learning laboratories, and similar services designed to ensure the best opportunity for underprepared students to overcome their deficiencies must be met if the college is to carry out its mission effectively. Part-time students attending evenings and weekends are right to expect the college community to be as complete and supportive during those hours as during the day. Often their success depends on it.

In view of the frightening but real probability that public funds will not increase in cadence with costs over the next decade (a few states excepted), what can the institutions do? Community colleges have turned to entrepreneurial activities in many cases. In the future, the difference between minimal or meager programs and services based on public revenues and those an institution can justly judge as distinctive and of high quality will be in direct ratio to the ability to obtain private-sector dollars. Contracted services with business and industry represent an area of growing importance and magnitude ranging from payments for customized training to work-place literacy programs.

Boards of trustees have an increasing responsibility for promoting resource development, ranging from grants and contracts to a variety of fund-raising methods. Every effective community

college in the future will have a foundation appropriately staffed and with a board whose members are proven "fund-raisers" or "friend-raisers." Foundations will be the strategic short-term and long-term means for energizing and sustaining high-quality community college programs. While two-thirds of the nation's community colleges have a chartered foundation, nearly half are dormant or marginally successful when judged on the nature and scope of fund-raising actually taking place.

In view of Kerr and Gade's finding that participants in their AGB study ranked trustee performance low in fund-raising by all categories of participants, community college trustees and AGB should give serious attention to this area in the agenda for the 21st century. Some existent AGB services are helpful, but the paradigm of community college foundations have more in common with that of community hospital and other community agency foundations than the paradigm of four-year college foundations.

Among the issues that emerge from the financial trends of community colleges is the serious policy question related to the open-door mission. How much of the cost can be placed upon the student in the form of tuition before students with the greatest need are denied opportunity? The disadvantaged and disenfranchised are more likely to have experienced poor schooling, have greater need for supportive services, and thus have been labeled high risk. Should they also be labeled a financial risk?

Some community colleges have turned, in desperation, to

enrollment caps as the strategy for dealing with totally inadequate state and/or local funding. What are the philosophical, educational, and societal implications of such a policy? How is such a policy implemented? If it is on a first-come-first-served basis, what happens to the well prepared? On the other hand, if the strategy is to screen and be selective in order to maximize service to the talented, what happens to the central egalitarian tenet in the access mission of the community college?

Governance and Management

In 1963, 26 states assigned coordination of public two-year colleges to state boards of education. Today, only 6 states (Idaho, Iowa, Kansas, Michigan, Oregon, and Pennsylvania) still coordinate their community colleges through the state board of education. Seven states now utilize commissions or state boards of higher education to coordinate their community colleges (Arkansas, Missouri, Nebraska, New Jersey, New Mexico, North Dakota, and Texas). Thirteen coordinate or govern community colleges through state or university boards of regents compared to only five states in 1963. Similarly, 22 states have established separate state boards or commissions for community colleges with coordinating or governing powers. The trend clearly is toward greater governing authority vested at the state level in contrast to a preponderance of local community college boards in 1963 having more autonomy and authority. The Kerr and Gade study reported that community college presidents were nearly

twice as likely to rate the overall performance of local boards as excellent in contrast with state system board's performance. The same study found a relationship between size of the system and the complexity of the problems confronting trustees, with firsthand information for trustees being inversely related. In other words, the larger the system, the more complex the problems, and the greater probability secondhand information would be the knowledge base. Policy decisions must necessarily be given less time, frequently neglected in their entirety in the case of large systems. An executive director of a regional accrediting agency wrote the following:

> If a board is a good and necessary part of the community college, then every college should have a board. Boards in large multi-unit community college districts can become so remote from the colleges they serve that their usefulness for other than strictly legal and financial matters is questionable.

Such an issue deserves consideration on the agenda of trustees and AGB.

Interestingly, the cause of the shift toward greater state or central control results from efforts to shift local tax efforts to the state level. With less ability or willingness to increase local support, state legislatures insist upon increased authority in cadence with increased levels of funding. A president responding to the survey for this paper observed:

> As college finances become tighter, hard decisions will be required. Tension can be anticipated among presidents, boards, and unions.

It would appear that turnover in the office of the president will be commonplace during the 1990s when considering the

turbulence of fiscal limitations, increasing demands for programs and services, and stressful board-president relationships. In addition, retirement projections estimate nearly 50 percent of all sitting community college presidents will retire by the year 2000. A professor respondent offered an additional perspective:

> As pressures on community colleges mount, boards will continue to become more involved in internal affairs, and thus the tension between newly hired, less experienced presidents and boards will increase. Hopefully, one outcome of this will be better training and evaluation of boards and in better selection, training, and evaluation of presidents. In the interim, things will continue to get worse.

Another complex governance issue is faculty unions. A president observed:

> We are all struggling with collective bargaining, retirement regulations, aging personnel, poor reward systems, and lack of professional development.

The issue confronting trustees and AGB is how (and with what guarantees) does the college separate the role of faculty in the curriculum and educational program governance from faculty union matters, which should be limited to conditions of employment and welfare matters? Clearly, curriculum and instruction matters should be kept outside the collective bargaining arena. Furthermore, all internal constituencies have a role in the success and effectiveness of the college; hence, shared governance among students, staff, faculty, and administrators needs to be fostered.

Academic Personnel and Programs

The report of the AACJC Commission on the Future of

Community Colleges, **Building Communities: A Vision for A New Century,** declares the essential focus of community colleges is teaching. The report declared:

> Teaching is the heartbeat of the educational enterprise and, when it is successful, energy is pumped into the community, continuously renewing and revitalizing the institution.

With about 60 percent of faculties nationwide composed of part-time members and with 63 percent of full-time community college faculty rating the intellectual environment at their institution as "fair" or "poor" in the national survey, serious questions for policy makers and presidents emerge. Are part-time faculty being used because they represent an enrichment resource in the college's teaching through the diversity and breadth of experience they bring, or are they utilized primarily as an expediency to relieve the pressure on tight budgets? What provisions are made to be sure part-time faculty share the paradigm of the community college and commit themselves to the purposes and the culture of the institution?

Full-time faculty in community colleges consistently agree that teaching is the central enterprise. Yet few institutions provide appropriate support for professional development programs for faculty, much less all personnel making up the human resource. Too many faculty find themselves trapped with heavy teaching loads and limited opportunities to broaden their professional horizons. A state chancellor cautioned:

> We have a tremendous job to do in educating ourselves, administrators, faculty, and staff in the best ways to help these nontraditional students succeed. I believe we have to put some effort into convincing policy makers that faculty

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loads must permit them the time to be coaches. Faculty must be convinced that they should be coaches, faculty training must teach them how to be coaches, and administrators must place a priority on student success.

Boards of trustees also need to recognize and make a commitment to the importance of having minorities represented among faculty, administrators, and trustees. Fostering multi-cultural understanding, a goal consistently found in national, regional, and state goals requires more than one or two courses. If the sense of community is to be created in the climate of the college, men and women of all backgrounds must be collaboratively working to achieve the mission of the institution.

Similarly, a universal call for strengthening general education as part of a core of common learning regardless of degree pursued has yet to be satisfactorily addressed on most community college campuses. With two-thirds of all community college students enrolled in career and technical programs, it is essential that trustees become knowledgeable about the design and content of these programs. How up to date are they? Do they ensure students' competence in communication, computation, problem solving, and citizenship? The AACJC commission called for all community college students to be introduced to the vision of life-long learning, "Reminded that work, leisure, and education must be intertwined throughout life."

The issues seem evident. What can the trustees and AGB do to promote institutional, system, state, and national resolve to provide education and training for our pluralistic society? The

Futures Commission called for boards of trustees to dedicate at least 2 percent of the institutional budget as a setaside for professional development of its human resource. How can this be a guarantee in view of the fiscal constraints?

Student Demographics

An accrediting agency respondent for this paper wrote:

> As is the case with faculty and staff diversity, student diversity means much more than opening the door. Some accrediting agencies approach student demographic diversity as an effectiveness issue which transcends affirmative action and simple access to higher education. My state will soon have no major ethnic group. Getting all possible workers into the economic mainstream is a practical necessity. Planners need to focus more on the quality and effectiveness of the institutional learning environment. It has been observed that every challenge or problem in education has been successfully addressed by someone somewhere. We need to identify what works, and who has a better idea, and then put those new insights to work. History will not kindly judge institutions that provide access but not support, institutions that admit students who do not succeed.

Changes in the composition and size of the number of traditional college-age population will vary substantially by region. In some parts of the country, lower enrollments will occur because of declining numbers of this age group. However, demographers predict a 5 percent to 13 percent increase in this college-age population nationally by the 21st century. This increase will be due more to the large number of immigrants than to increased birthrates. Immigration has already had a significant impact, with nearly 80 percent of all immigrants located in only 15 states, most of which are experiencing unprecedented growth in student enrollments. Nearly 60 percent

of all immigrants settle in California, Florida, New York, Texas, or New Jersey and in that rank order. Some states have concentrations of a single minority group such as Asians in Hawaii, blacks in Louisiana, and Hispanics in New Mexico. Levine (1990) believes the 18 year-old minority population will increase by the year 2000 to 49 percent in Texas, 44 percent in New York, 42 percent in California, 41 percent in Florida, and 24 percent in Illinois. If the Asian population continues to grow at the present rate, it could be second only to Hispanics in the traditional age group of community college attendees by the year 2000. A professor respondent observed:

> There will be increasing heterogeneity among students, as the demographic trends to greater minority populations continue. Because a disproportionate number of persons from minority groups arrive at college with poor preparation, most institutions and boards will frame the questions as a **problem**, as in, "What can we do with respect to curriculum, teaching, developmental education in order to deal with this **problem**." Other boards will come to see the value of emerging research on gender and ethnicity, particularly around epistemology and learning styles, and realize that the problems of poorly prepared students can lead to increasing understanding of more effective teaching, not just for those persons but for all students.

Predictions for high school graduates indicates 73 percent of the 18 year olds (in contrast to 63 percent in 1986) will graduate from high school, and 5 percent more will complete school by age 19. Yet a great preparation difference will exist according to race and ethnic origin. By the year 2000, whites will constitute a little over two-thirds of the college pool with blacks almost one-sixth, Hispanics about one-ninth, and Asians nearly one-twentieth of the pool. Of importance to community

college policy makers is that those groups most rapidly increasing in number are also the poorest. Implications for outreach programs between community colleges and public schools is obvious. Happily, increasing numbers of community colleges are establishing networks with constituent school districts, some working with elementary and middle schools as well as high schools.

At the same time, our population is rapidly becoming older. Fourteen percent of the population was 60 years and older in 1970; in 1980 the figure was 15 percent, and in 1990, 17 percent. By the year 2000, only 13 percent of the population will be 20-29 years old, while those over 60 years will represent over one-fifth of the nation's population. The entry and reentry of adult learners will require understanding of their motives, the realities they face, as well as what they bring to the classroom and the ways they learn. Adult learners have a wide range of individual differences; more and varied experiences; more concern for practical application; more demands and responsibilities outside the classroom in terms of time, energy, emotions, and roles; and less trust in the abstractions that often are prevalent in lectures and related class activities. The literature on the adult learner represents an important source for the professional development of faculty and staff.

Among the issues confronting boards of trustees is the question of how much and how accurate is the information on the demographic profile of the population being served by the

college. What educational, socioeconomic, and cultural constituencies exist, and what challenges or opportunities for serving constituent groups emerge for the community college? An issue deserving AGB attention is the notion that the student enrollment profile of the community college should reflect the demographic profile of the general population of the service area. What would be the consequences of such a policy? How would this enhance institutional effectiveness?

Assessing Effectiveness

A film titled, "Discovering the Future: The Business of Paradigms," by Joel A. Barker, utilizes Kuhn's work on paradigms to encourage corporate policy makers and leaders to examine the way they think about, conceptualize, and judge things in relation to the present and the future. Barker illustrates paradigms in various ways, including a scene where he flashes a series of different playing cards at brief intervals, requiring viewers very rapidly to judge what they are seeing. Most viewers fail to recognize the colors have been reversed on several cards, such as a red king of spades and a black ten of diamonds. Barker informs viewers their mistakes were caused by their "playing card paradigm," whereby they assumed they were seeing the correct colors of the suit of cards shown. In another illustration, Barker shows the audience an experimental prototype vehicle that attains over 70 miles per gallon of fuel, uses a five horsepower engine, and accelerates at a rate comparable to six-cylinder combustion engines. This feat is made possible by applying the

paradigm of hydraulics rather than combustion and was accomplished by students in a hydraulics class at a technical school. Barker pointed out engineers of the combustion engine paradigm would believe it incomprehensible that a five-horsepower engine could be thus used.

The most striking illustration of paradigms made in the film was an actual training session Barker conducted with a group of corporate leaders. He stood at a blackboard and asked them to think back to the 1950s and then give him single-word descriptors of how Japanese products would have been described at that time. With some amusement, the participants rapidly identified words such as "cheap," "imitation," "low-tech," and "poor quality." Then Barker asked them to identify words associated with Japan today. You can visualize their more serious faces as they responded with such words as "quality," "high-tech," "expensive," and "dependable." There was an obvious realization on the part of the corporate leaders that the paradigm of contemporary Japan represents a revolution that has made the term "quality" contagious worldwide.

Unfortunately, an older paradigm continues to permeate most education institutions. That paradigm can be better understood through Herbert Simon's explanation in the 1960s of how individuals and organizations settle for a "good enough" mode of functioning. Simon observed they (1) usually act on the basis of incomplete information about possible courses of action and their consequences, (2) are able to explore only a limited number of

alternatives related to any given decision, and (3) are unable to attach accurate values to outcomes. Simon's term for this paradigm "bounded rationality" assumes that a certain percentage of defects or waste is inevitable. In business and industry, inspectors at the end of the assembly lines are encouraged to reject the defects and allow only quality products to move forward. The question is whether we in education follow the same bounded rationality paradigm when it comes to student success.

In reality, we know much more about learning and the learner than we apply. Most educators point to the student as the problem or source of weakness, rather than focusing upon the human element making up the institution or its programs. The American credited with the amazing paradigm change of Japan from imitation or copying to the idea of "zero defects," W. Edwards Deming, has begun to lecture on the application of his philosophy and principles in our schools and colleges. Some essentials of the Deming philosophy include Constance of Purpose, a New Philosophy of Cooperation, the Desire for Continuous Improvement, and a System of Improvement. The "can do" attitude of community colleges together with Deming's approach could revolutionize education, fuel our economy, and shape our society. The question is how community colleges move from the bounded-rationality paradigm to the zero-defect paradigm.

Constance of Purpose

As observed earlier, each community college must clearly define its mission and purpose consistent with its statutory

authority. Revisiting the purpose or mission statement annually will convey meaning and emphasis central to the institutional goals and objectives that give direction to and provide a framework for the actions of the campus community. The best form of communication is practicing and reinforcing the institution's mission daily.

The beliefs and values underlying behavior of the various constituent groups within the community college are also reflected in the mission and institutional philosophy. Some institutions have adopted a motto to declare their commitment succinctly. Mottoes such as "The College That Cares," "Where You Are Number One," and "Success Is Our Most Important Product" are examples. These mottoes often contribute to the climate of "community" advocated by the AACJC Futures Commission report.

A New Philosophy of Cooperation

The second principle advocated in the Deming system fits comfortably with most community college people who believe in their cause and willingly cooperate and share both within the college as well as with counterparts at sister institutions. An observer of community college administrators or faculty at state or national meetings will find corridor conversations typically sharing ideas, offering materials, and in other ways fostering cooperation and collaboration. Scientists have repeatedly verified that cooperation works better than competition in virtually every occupation, skill, or behavior that has been tested. Research has also revealed that 80 percent of our time

in the work place requires cooperation and collaboration. The competition paradigm too often can be found in classrooms where students unwittingly are trained to view fellow students as competitors to be beaten rather as colleagues or partners working together to learn.

Examples of effective cooperation in community colleges include peer tutoring among students and multidisciplinary teaching teams. Mentor relationships with new or part-time faculty provided by experienced colleagues can foster a sense of community while contributing to standards of quality and consistency. Networks between a community college and schools (industries, businesses, and community agencies as well) can produce understanding and acceptance instead of destructive mythology, collaboration rather than turfmanship, and trust rather than alienation.

The Desire for Continuous Improvement

Deming's philosophy was particularly cogent for the Japanese at the time they sought to rebuild a war-torn economy. Realizing their island isolation required an ability to participate in the world market, they recognized the need for improving the quality of their product.

Human nature motivates individuals to try to do a better job and to "be all one can be." Studies have shown that freedom to seek new and improved ways to do things can produce significant benefits. The challenge to the board of trustees and the administration is to foster an environment and climate where

people are supported in their quest for improvement. Attitudes can be strategic in building and maintaining such an environment. Support must also be provided so that a system of improvement encourages and facilitates interaction and change.

A System of Improvement

Frustrated by the old paradigm where education was thought of as "process" and tired of hearing testimony from educators claiming more dollars equal more and better education, legislatures began to call for accountability measures. Testing and outcomes assessment began to be required as national test scores showed little or no relationship between the amount of money spent per student and achievement scores. Various mechanisms have been used by legislatures in the accountability quest, including categorical funding and performance-based contracts. Yet test scores and evaluation do not constitute or ensure improvement. Accountability measures and institutional effectiveness are not synonymous.

Confusion on approaches for improvement is also evidenced by the array of levels and organizations establishing goals. In the past year, President Bush identified six goals for higher education while his secretary of education outlined six of his own. The Education Commission of the States and the National Governors' Association also published agendas for higher education, as did several regional education boards and accrediting agencies. Finally, nearly every state has its own list of higher education priorities. While most of the goals

embraced by this multitude do not conflict, it is difficult for the public to hear a consistent or focused voice. Furthermore, there is a fragmented approach to assessing effectiveness.

The focus of a system of improvement as viewed by Deming is holistic and is predicated on the paradigm that the product or outcome is specified in advance, and then a process to achieve a "zero defect" product or outcome is designed and perfected. Applying Deming's system to community colleges would involve beginning with its access mission. Boards of trustees have the responsibility to expect the college community to provide programs that serve all socioeconomic, racial, and ethnic student populations throughout the geographic service area. Policies and procedures forming the structure for carrying out such programs and services as well as the measures for assessing outcomes and performance must be clearly delineated and understood.

The holistic approach of assessing institutional effectiveness will involve a variety of data sources to verify student success. Some are traditional and already exist. These include enrollment and graduation data, grades, placement rates, standardized assessment tests, follow-up surveys, and so forth. Others are just recently being employed, and some are more complex and expensive. Examples include interviews and focus groups of employers, faculty at transfer institutions, former students, and graduates; transcript analyses; state and national comparisons; licensing/certifying board examination results; retention studies; nonperformance analyses; community surveys;

and economic-impact studies.

Data sources for assessing effectiveness of each major purpose of the institution must also be included in any holistic system of improvement. Furthermore, departments, offices, and individuals including faculty and staff must be committed to and actually carry out assessment of how well they are accomplishing what they intend. This, of course, ties back to Deming's philosophy of continuous improvement. In reality, we recognize the common denominator in any system of improvement is each individual within the organization reflecting on and questing to do his or her best.

The AACJC Commission of the Future of Community Colleges recognized the danger of confusing accountability with institutional effectiveness. It cautioned that accountability could become synonymous with a new elitism if economics rather than human potential has highest priority. The AGB agenda for the 21st century might well concentrate upon the paradigm of institutional effectiveness consistent with the Deming philosophy and principles.

A series of questions trustees might pose or should answer are incorporated throughout this paper. The questions illustrate what boards of trustees should expect answered by the college as part of assessing institutional effectiveness (Deming's System of Improvement that transformed the Japanese economy). Such questions are not an intrusion into administrative or operational domains. They are the heart of trusteeship.

In the final analysis, each board of trustees must assess its own effectiveness and determine whether it functions from the "bounded rationality" paradigm of "good enough" or the Deming "zero defects" paradigm. What does the board do for its new members in preparing for service? Is the board aware of the mission of AGB, its objectives as reflected in its programs and services? Equally important, how active is the board in the activities of AGB, particularly in priority and policy setting? Community college boards have an opportunity to help shape the future direction and priorities of AGB by being active in this planning process.

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Dr. Bender has received numerous awards for his research and contributions to the literature on two-year colleges and recognition for distinguished service on national and state boards including the American Association of Community, Junior, and Technical Colleges, National Council for Resource Development, National Council of State Directors of Community/Junior Colleges, Editorial Boards of the COMMUNITY COLLEGE REVIEW and the ERIC Clearinghouse for Junior Colleges, the Florida State Board for Independent Colleges and Universities as well as the State of Florida Higher Education Articulation Council.